

The Michigan Department  
of Transportation

**2004-2008**

**Five Year**

**Transportation**

**Program**

**Volume VI**





JENNIFER M. GRANHOLM  
GOVERNOR

STATE OF MICHIGAN  
**DEPARTMENT OF TRANSPORTATION**  
LANSING

GLORIA J. JEFF  
DIRECTOR

January 2004

Dear Friend:

In 2003, we refocused the investment strategy of the Michigan Department of Transportation (MDOT) on providing Michigan with a safe, efficient and comprehensive transportation system. Keeping with Governor Granholm's promise to ***Fix It First – Fix It Right for Michigan***, while looking ahead to meeting future demands MDOT balanced new construction with preservation work and increased capacity projects.

The Five Year Road and Bridge Program annually submitted to the Governor and the State Transportation Commission will now be known as the Five Year Transportation Program. The plan includes roads, bridges, transit, rail, aviation and non-motorized elements. With this 2004-2008 Five Year Transportation Program, MDOT reaffirms our commitment to providing Michigan with a transportation system that is second to none.

Another emphasis of the 2004-2008 Program is our continued commitment to public engagement. We are committed to advancing the vision created by the Michigan transportation community at the December 2003 Michigan Transportation Summit through continued open and candid discussion of state transportation issues.

I encourage you to learn more about our activities by contacting one of MDOT's 26 local Transportation Service Centers (TSCs). A map displaying the location of the Regions and TSCs appears on page 64 of this plan and addresses and phone numbers for our TSCs can be found in the white pages of your telephone book or on-line at [www.michigan.gov](http://www.michigan.gov). If you would like to communicate with MDOT directly, our toll-free telephone number is 1-888-296-4546. You can also e-mail me at [mdotdirector@michigan.gov](mailto:mdotdirector@michigan.gov).

Sincerely,

A handwritten signature in black ink, reading "Gloria J. Jeff", followed by a vertical line.

Gloria J. Jeff  
Director



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## Executive Summary

The Michigan Department of Transportation has been issuing a Five Year Road and Bridge Program since 1999 at the request of the Governor and the State Transportation Commission. This year's plan will continue to focus on Governor Granholm's Preserve First Strategy for preserving our existing road and bridge network, however in the spirit of continuous improvement, we are transitioning this plan to become a multi-modal transportation program. In addition to the highway mode, this volume of the five-year program will include discussions and highlight accomplishments of our aviation, transit and rail programs. As a result, this document will now be known as the **Five Year Transportation Program** as it discusses other programs in addition to the road and bridge program.

MDOT is committed to responsible investment strategies that couple sound asset management principles with extensive customer feedback and collaboration with our partners. These core values support our approach to the critical elements of this volume of the Five Year Transportation Program.

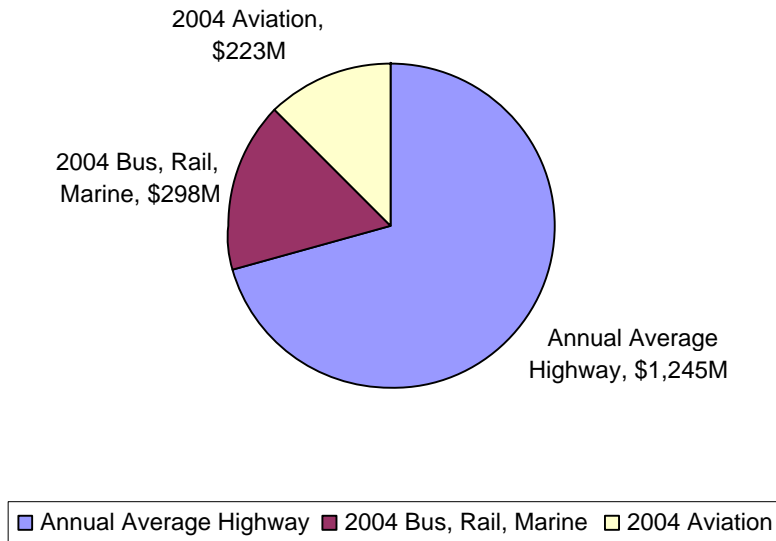
Our five-year investment strategy is a key component of the cooperative planning process and provides the public with a longer term perspective regarding the transportation program. New technology makes it possible to combine long-term goals with current condition data to generate a five year program as well as integrate the data to coordinate road and bridge improvements and achieve new investment efficiencies.

### 2004-2008 Transportation Program Investments

This Five Year Transportation Program invests more than \$6.7 billion in MDOT's transportation system. This includes five years of investments in the highway program (FY 2004-2008) and one year of investments (FY 2004) in the aviation, bus, rail and marine programs. In fiscal year 2004, over \$220 million will be invested in the aviation program; nearly \$300 million will be invested in the bus, rail and marine programs. An annual average of \$1.25 billion will be invested in the highway program over the 2004-2008 timeframe. This investment level is not only fiscally responsible, but supports a program that ensures the preservation and improvement of our transportation network. See the chart below:

## MDOT's Transportation Programs

(Total = \$1.77 Billion)



### Multi-Modal Transportation Programs

The Michigan Department of Transportation (MDOT) Multi-Modal Transportation Services Programs maintain our state's transportation infrastructure by providing funding for capital projects including airport construction and safety improvements, rail line rehabilitation and safety improvements, and acquisition of intercity and local buses. Operating assistance for bus and rail passenger providers allow for the continuation of transportation alternatives for Michigan's citizens throughout the state. Loans to railroad companies or their business clients enhance transportation services and economic development in those locations of the state. Many regulatory functions including inspections of airports, heliports, buses, rail track and crossings, and registration of aircraft, flight schools, aircraft dealers, and bus and limousine companies are also performed.

The FY2004 appropriation bill for the Michigan Department of Transportation (MDOT) lists the Multi-Modal Transportation Services Bureau as two separate bureaus in Sections 114 through 118 - the Bureau of Aeronautics and the Bureau of Urban and Public Transportation (UPTRAN).

The Michigan Aeronautics Commission (MAC) is responsible for the safe development of aviation in Michigan, and in concert with federal and local governments, to maintain safe and cost effective facilities that will serve the needs of commercial and private air users. In addition, the Commission undertakes efforts to improve the accessibility of Michigan communities by facilitating retention and development of commercial passenger and freight services.



Programs and activities provide for the protection and promotion of safety, effecting uniform laws relating to development and regulation of aeronautics; developing and implementing aeronautical rules and regulations, developing a statewide system of airports; developing and implementing programs to improve commercial passenger and cargo service, developing and implementing methods to insure the future of Michigan's airport system, minimizing the loss of open to the public airports; elimination of costly and unnecessary duplication of functions, coordinating activities and programs with federal authorities, all to be done to further the public interest and aeronautical progress within the State of Michigan.

The UPTRAN Bureau administers state and local transit, rail and marine programs which are specifically listed in the 2004 Multi-Modal Program on page 37.

### **Highway Programs**

Since 2001, the Michigan Department of Transportation has completed 94 percent of the road and bridge preservation projects promised in each edition of the Five Year Road & Bridge Program. We have improved approximately 1,325 miles of state roadway -- building nearly 50 miles of passing relief lanes, and upgrading approximately 975 bridges. In addition to the vital preservation work of rebuilding and repairing pavement and bridges in poor condition, MDOT has also focused on protecting taxpayer investments with a Capital Preventive Maintenance (CPM) program that has helped keep good roads and bridges in good condition -- saving money while extending the life of nearly 4,500 roadway miles. Since 2001, MDOT has invested more than \$3.3 billion in our capital and maintenance road and bridge program. The Department's goal, as adopted by the State Transportation Commission, is to have 95% percent of freeways and 85% of non-freeways under MDOT's jurisdiction in good condition by 2007.

Focusing on the condition goal has meant noticeable improvements for drivers, businesses, and communities in Michigan. The percentage of all roadway surfaces in good condition has improved from 64 percent in 1996 to 75 percent in 2002. Improvements notwithstanding, the most recent data indicate that the regions of the state with the highest volume of traffic also have the highest percentage of roads in poor condition, with a profound effect on economic strength, quality of life and public perception throughout Michigan.

Current road quality data and road funding projections make it clear that if we are going to meet the Transportation Commission's goal, the balance of resources committed to preservation and capacity improvement projects must change and we have begun to make the shift that is necessary. The Governor's Preserve First Initiative announced in April 2003 will assist us in making better progress towards meeting our preservation goals. In FY2003, the first year of this initiative, the Department accelerated approximately \$180 million in preservation projects originally scheduled for 2004. The 2004-2008 Transportation Program invests \$432 million in addition to Preserve First Road and Bridge work, as well as an additional \$72 million in the Safety, Enhancement and Noise Wall Programs.

Also during Fiscal Year 2004, MDOT plans to grant over \$170 million in state funds to support the operations of transit agencies, including transportation-to-work services; specialized service providers; and intercity bus carriers. MDOT anticipates awarding between \$20 and \$30 million in cash and bond revenues in Fiscal Year 2004 to match federal transit grants for vehicles, transit facilities, equipment and other capital costs. MDOT anticipates awarding \$98 million (\$88 million federal and \$10 million state) for airport improvement projects.

### **Modernization of the Freeway System**

The modernization of our aging freeway system is a key goal of the department, and much of "Preserve First" is targeted toward our urban freeways. This includes projects designed to implement current freeway safety standards, and where appropriate, project components such as the lengthening of freeway on-ramps and the use of state-of-the-art materials. Meeting modern standards is an important part of freeway preservation work.

### **Safety**

Safety is an over-riding theme in the management of our road system. MDOT's comprehensive Safety Program has implemented many projects over the past several years to improve safety and reduce crashes on our highways. MDOT routinely replaces signs, signals, lighting, pavement markings and guardrails as a part of system management. In addition, every year, intersections and high-crash locations are redesigned and reconstructed to improve safety. Every project MDOT undertakes is reviewed for safety. Under the Preserve First Initiative, the Department will invest an additional \$32 million in safety improvements during the 2004-2008 program.

Additionally, MDOT funded fifty-six highway-railroad grade crossing improvement projects and conducted on-site reviews at half of Michigan's public grade crossings during FY2003.

### **Road Condition**

MDOT constantly evaluates pavement condition based on surface condition, ride quality, safety, friction, rutting, base condition, and drainage. MDOT uses a three-tier approach of reconstruction, rehabilitation, and preventive maintenance -- allowing us to address the worst roadways through reconstruction, improve poor highways by rehabilitation, and extend the life of good pavement through preventive maintenance.

We also incorporate an asset management philosophy by developing programs that prioritize projects based on such factors as traffic volume, cost/benefit, ride quality, pavement condition, safety, user savings, maintenance savings, and condition of bridges in a given corridor.

Accountability is critical to our roadway investment strategy, and renewed emphasis is being placed on ensuring the long-term quality of highway construction. Warranties for materials and workmanship are used routinely for many construction contracts.

We are also moving forward in developing a strategy for implementing meaningful warranties, ensuring that the investments we make on behalf of Michigan taxpayers are as responsible as possible, and provide the highest quality service to the traveling public.

At the end of 2004, eighty-eight percent (86%) of Michigan freeway vehicle miles of travel (VMT) will be on good pavement.

### **Bridges**

MDOT routinely evaluates bridge condition based on inspections of the bridge deck, superstructure, and substructure. MDOT bridge work is also based on an investment strategy that integrates rehabilitation, replacement, Capital Scheduled Maintenance and Capital Preventive Maintenance. More than ever, we are placing emphasis on scheduled and preventive maintenance in order to maintain the health of our increasing good and fair condition bridges.

Computer technology allows MDOT to predict trends in future bridge network conditions based on existing conditions, average deterioration rates, and investment strategies. By rehabilitating bridges in major corridors in conjunction with road work, we assure our customers that we are providing maximum service with minimal inconvenience.

Similar to the pavement goal, MDOT has adopted a bridge condition goal of 95% of freeway bridges and 85% of non-freeway bridges in good condition by 2008. Bridge condition data indicates we have reached the non-freeway bridge goal earlier than anticipated. **Our non-freeway bridges have met the 85% good condition goal.** We will continue to use the appropriate mix of fixes to sustain this goal while working to continue progress towards the freeway bridge goal.

### **Capacity Improvements**

Over the past two decades, vehicle travel on Michigan's trunkline roads and bridges has increased significantly. In response, the Department has initiated projects to ensure the mobility of people and goods in key corridors.

These projects include the rehabilitation and widening of urban area freeways, infrastructure improvements at our international borders, interchange improvements to ensure access to our freeway system in areas with increasing population and economic growth, and finally, improvements to trunklines that accommodate recreational traffic to the vast resources of northern Michigan and Upper Peninsula.

The need to provide additional funding for road and bridge preservation has affected progress on some capacity improvement and new road projects. Several projects were deferred to future Five Year Transportation Programs in 2003. However, the need for these projects remains strong, as does the department's commitment to the completion of previously funded project phases.

Project activities such as environmental clearance, design and right-of-way acquisition for the majority of these projects will continue, if underway at the time of the deferral announcement. These activities will continue in 2004, consistent with this commitment. This decision will help protect our ability to implement these vital projects when we are confident we can meet and sustain our system condition goal and when funding becomes available.

### **Border Crossings**

Michigan's international border crossings are among the busiest and most important in the nation. Canada is by far the largest U.S. trading partner. The Ambassador Bridge in Detroit is the busiest commercial border crossing in North America, and the Blue Water Bridge in Port Huron is the third busiest. The Detroit-Windsor Tunnel carries the most passengers of any crossing on the U.S./Canada border. In response, the Michigan Department of Transportation has a series of projects and studies underway to improve mobility, inspection facilities, and improved access to the freeway system. This would include:

- A series of construction projects to improve trunkline condition, inspection facilities and freeway access are underway as part of the Ambassador Bridge Gateway Project.
- A feasibility study for a new international crossing between Southeast Michigan and Ontario is currently under way. This study is nearing completion and environmental clearance will begin in 2004.
- An environmental study to determine the appropriate size and location of the Blue Water Bridge plaza is currently underway as well. This study will review options for an expanded plaza footprint to ensure appropriate truck and vehicle processing facilities.

To protect the competitive advantage of Michigan businesses and industries, and the mobility of Michigan residents, MDOT has prepared a comprehensive border crossing strategy. The projects and studies mentioned above are an important component of this strategy. We have focused on reducing delays at the borders by improving the infrastructure and using the latest technology – helping to protect our economic strength and make our borders safer.

### **Public Involvement/Outreach**

MDOT held or participated in approximately 250 public meetings during the 2003 calendar year. These public meetings are generally related to projects requiring environmental impact statements and assessments. MDOT also regularly participates in local public meetings to discuss MDOT projects and works closely with metropolitan planning organizations (MPOs) to develop our transportation plans and programs.

MDOT's Web site provides a wide variety of information including: construction project information, news releases, truck weight and transport permit information, links to doing business with MDOT including construction and service prequalification.

MDOT also provides over thirty-five on-line publications. Please visit our website at [www.michigan.gov/mdot](http://www.michigan.gov/mdot)

In an effort to continue the valuable input from stakeholders and concerned citizens regarding our transportation system, Michigan's first Transportation Summit took place in Lansing on December 3 and 4, 2003. The focus of the Transportation Summit was to create a collective vision for transportation in our state that addresses important issues like the economy, protecting our environment and improving the quality of life for our citizens.

The 500 on-site attendees and additional internet participants included transportation industry partners, citizens, members of the legislature, academia and the federal governments of the U.S and Canada. Working together, they created a vision and a set of action plans for the future of transportation in Michigan.

As part of our continuing public involvement, MDOT posted the draft 2004-2008 Five Year Transportation Program on our website during the week of December 15, 2003 for a thirty-day public comment period. MDOT also conducted statewide listening sessions from January 8 – January 13, 2004. There were eleven public listening sessions conducted. Each of the listening sessions was held at our region offices throughout the state. One session was held in each region with the exception of the Metro Region, which hosted three meetings and serves Wayne, Oakland, Macomb, and St. Clair counties, and our University Region which held two meetings.

Approximately, 345 concerned citizens and stakeholders including county road commissioners, city and village officials, metropolitan planning organizations, many area chambers of commerce, private industry and special interest groups attended these sessions statewide. MDOT also received nearly 100 written responses via e-mail, faxes, letters and forms turned in at the meetings. Verbal comments were also noted and documented in summary form.

Many of the comments received, discussed the need to continue the Preserve First program. There were also a large number of comments in Metro Region concerning the expansion of the freeway system in Oakland County. While the listening sessions focused mainly on our road and bridge program, other comments related to safety, strengthening the state's economy, intermodalism and land use coordination were also discussed. In addition, several concerned citizens spoke favorably concerning the Transportation Summit and encouraged the Department to continue the momentum the Summit established.

### **Environmental Stewardship**

MDOT works closely with state and federal environmental agencies to ensure that our projects are environmentally sound and cause a minimum of disruption to existing ecosystems.

In the area of wetland mitigation, any impacts our work might have on wetlands is offset with the creation of additional wetland areas.

The 2004 2008 Five Year Road and Bridge Program is estimated to impact approximately 100 acres of wetlands. We will mitigate at a rate greater than one-for-one in the replacement of these valuable resources.

In addition, our proactive pre-mitigation program provides the basis for ongoing wetland mitigation opportunities that are implemented as they become available rather than at the last minute. This not only saves money, but also brings potential wetland sites on-line earlier than ever before. MDOT policies typically result in an environmental improvement for many areas where we work. Almost \$5 million dollars have been used in the construction of 126 total acres of wetlands, including 63 wetland acres for use on future projects.

### **Supporting Programs**

MDOT recognizes that the road system isn't just about lanes for cars and trucks. That's why two important components in our strategy are non-motorized transportation and the Car Pool Parking Lot Program. We will continue to work with communities to identify appropriate locations where non-motorized paths will enhance pedestrian and bicycle mobility and safety.

In order to encourage and facilitate ride-sharing, MDOT supports rideshare programs statewide and the MichiVan Program. This program funds the continuation of "MichiVan" vanpool services to qualified commuting groups of four or more persons throughout the state. The program is self-supporting except for service development and administrative costs. MichiVan is an energy-efficient form of transportation that contributes to the relief of traffic congestion and air pollution. The program serves both employer and employee needs. The Car Pool Parking Lot Program serves the ridesharing and vanpooling programs and promotes the environmental benefits of such programs by providing safe and convenient parking lots for this activity.

### **Fiscal Responsibility**

To make our partnerships even stronger and more accountable to taxpayers, we've changed the way we do business.

We have decentralized our department -- moving closer to the communities and customers we serve through Transportation Service Centers (TSCs). We've also streamlined processes to improve efficiency and increase our level of customer service.

MDOT has achieved further efficiencies with reduced staff by streamlining operations, and cutting back on discretionary spending. As a consequence we now oversee a road and bridge program three times larger than that of the early 1990s, with a staff that is half the size.

Our award-winning commitment to new technology and innovation not only makes it possible to combine long-term program goals with current condition data, it allows us to more effectively balance the mix of fixes and investments in this Five Year Road and Bridge Plan.

Our funding assumptions for expected revenue over the next five years for the highway program is explained on page 49 and further indicates our need to continue to be fiscally responsible as we strive to achieve our goals for improving our roads and bridges. Through an unwavering commitment to leveraging best-technology practices, we are constantly discovering new ways to protect our transportation investment and save taxpayer dollars.

### **Reauthorization of TEA-21**

The Transportation Equity Act of the 21<sup>st</sup> Century (TEA-21) is the federal legislation that allows states to fund transportation projects and activities through the expenditure of dollars provided to the Highway Trust Fund. This six-year bill officially expired on September 30, 2003. However, Congress voted to extend the transportation bill for five months while they are developing and debating a new bill. The extension will last through February 29, 2004.

While the extension of TEA-21 allows transportation programs to continue at current funding levels, passage of a six-year bill will allow for better continuity of planning critical investments for our transportation needs both now and in the future.

See **Appendix A** for a list of the key objectives MDOT and our partners provided to Michigan's Congressional Delegation regarding reauthorization.

MDOT strongly supports the passage of a new six-year transportation bill as soon as possible.

### **Reauthorization of the Aviation Investment and Reform Act of the 21<sup>st</sup> Century (AIR-21)**

On Tuesday, November 25, 2003, the house filed an omnibus spending bill containing seven outstanding appropriation bills including \$14 billion in discretionary spending to the Federal Aviation Administration (FAA). This is \$460 million more than in 2003.

The biggest issue concerning the legislation is the dispute between Congress and the White House over the privatization of air traffic control for sixty-nine towered airports throughout the country. The issue was resolved by the White House promising that no additional towers or jobs would be privatized for one full year.

As had been predicted, the language of the FAA appropriations bill was folded into the Omnibus Bill. Congressional leaders had sought to approve the omnibus package before the Thanksgiving recess however; consideration of the measure will be delayed. Final action on the bill is expected either the week of December 8, or in January of 2004.

A continuing resolution has been passed that will fund the FAA through January 31. This will give the Senate time to take up the omnibus after it reconvenes on January 20, if it is extended to that time.

**Final Note**

In Michigan, our transportation system is the heart of our economy. It has been estimated that for every \$100,000 spent on infrastructure, one job in the construction sector is created and one job in retail trade, services, manufacturing, and supplier industries is created. We estimate that 106,000 jobs will be created with the implementation of this 2004-2008 Transportation Program (approximately 53,000 jobs in the construction sector and 53,000 jobs in the retail trade, services, manufacturing, and supplier industries sector).

Efficient and effective systems of public mobility create economic and community strength.

Every penny spent improving our transportation system measurably benefits the population as a whole, and wise transportation investments add value for citizens, communities and businesses as MDOT continues its commitment to move Michigan forward.